

Message Text

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ACTION ARA-10

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TO SECSTATE WASHDC IMMEDIATE 6749
INFO AMCONSUL RIO DE JANEIRO

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DEPT FOR ARA/MGT

E.O. 11652: NA
TAGS: OREP, BR
SUBJECT: CONGRESSIONAL - VISIT BY BROOKS SUBCOMMITTEE

REF: STATE 069645

1. FOLLOWING IS TEXT OF CHARGE'S STATEMENT TO BROOKS
SUBCOMMITTEE, FOR TRANSMISSION TO SUBCOMMITTEE STAFF IF
DEPARTMENT HAS NO PROBLEMS WITH IT:

2. I WELCOME THE SELECTION OF BRAZIL AS A LOCATION FOR
YOUR HEARINGS. THIS IS A LARGE POST, IN A FAST-DEVELOPING
COUNTRY WITH WHICH WE HAVE IMPORTANT, COMPLEX, AND VARIED
RELATIONS. BRAZIL IS LARGER THAN THE CONTINENTAL
US IN SIZE (WITHOUT ALASKA) AND WE MAINTAIN SIX CONSULAR POSTS TO
PROMOTE US INTERESTS IN VARIOUS PARTS OF THE COUNTRY. FOR
THESE REASONS AND OTHERS, WE ENCOUNTER IN BRAZIL MOST OF
THE MANAGEMENT PROBLEMS TYPICAL OF THE FOREIGN SERVICE, AND
SEVERAL SPECIAL ONES IN ADDITION. IN SHORT, THIS COUNTRY
LENDS ITSELF WELL TO STUDIES OF THIS KIND.

3. I WILL DISCUSS SOME OF THESE MANAGEMENT MATTERS FURTHER
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ALONG IN THIS STATEMENT. I WILL BEGIN WITH A SHORT OVERVIEW
OF OUR RELATIONS WITH BRAZIL AND A DISCUSSION OF THE
PRINCIPAL ISSUES IN OUR RELATIONS, TO GIVE YOU A FEELING
FOR THE MILIEU IN WHICH OUR POSTS FUNCTION.

4. OUR RELATIONS WITH BRAZIL ARE CORDIAL. WE HAVE READY
ACCESS IN BRASILIA TO OFFICERS OF THE FOREIGN MINISTRY AND

OTHER MINISTRIES AT ALL LEVELS, FOR DISCUSSION OF BILATERAL AND MULTILATERAL QUESTIONS. AT THE SAME TIME, IT MUST BE ACKNOWLEDGED THAT DURING THE PAST YEAR THERE HAS BEEN A DIMINISHING LEVEL OF ACTIVITY IN SEVERAL ASPECTS OF OUR RELATIONS. THIS IS DUE IN PART TO THE WRAP-UP OF OUR AID MISSION, RESULTING IN THE CESSATION OF FINANCING FOR A BROAD RANGE OF COOPERATIVE ACTIVITY IN IMPORTANT SCIENTIFIC AND TECHNOLOGICAL SECTORS. IT IS ALSO DUE TO THE PHASING OUT OF OUR JOINT US-BRAZIL MILITARY COMMISSION, FOLLOWING BRAZIL'S RENUNCIATION LAST SEPTEMBER OF THE AGREEMENTS ON WHICH IT WAS BASED. UNQUESTIONABLY, THERE HAS ALSO BEEN A PERIOD OF TENSION IN OUR RELATIONS BEGINNING EARLY IN 1977, RESULTING PRINCIPALLY FROM OUR DIFFERING POINTS OF VIEW ON THE DANGERS OF THE SPREAD OF NUCLEAR REPROCESSING TECHNOLOGY AND ON APPROACHES TO THE HUMAN RIGHTS QUESTION. THERE IS A SERIES OF OTHER IMPORTANT ISSUES IN THE TRADE AREA, GENERALLY STEMMING FROM FRICTIONS BROUGHT ON BY BRAZIL'S EMERGENCE AS A WORLD ECONOMIC POWER, SOME OF THE APPROACHES USED BY BRAZIL IN HER VIGOROUS DRIVE FOR NEW WORLD MARKETS, AND CERTAIN PROVISIONS OF THE US TRADE ACT.

5. DURING THE YEAR THERE WERE VISITS TO BRAZIL BY MRS. CARTER EARLY IN THE SUMMER, SECRETARY VANCE IN NOVEMBER, AND ONLY THIS WEEK, PRESIDENT AND MRS. CARTER, SECRETARY VANCE AGAIN, DR. BRZEZINSKI, AND OTHERS IN A DISTINGUISHED OFFICIAL PARTY. ASSISTANT SECRETARY TODMAN HAS VISITED TIO LIMITED OFFICIAL USE

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FIVE TIMES IN THE LAST YEAR. THIS HIGH CONCENTRATION OF TOP LEVEL EXECUTIVE BRANCH VISITS, TOGETHER WITH A NUMBER OF CONGRESSIONAL VISITS, HAS DONE MUCH TO DEMONSTRATE TO TH BRAZILIANS OUR CONTINUING STRONG INTEREST IN CLOSE AND ACTIVE RELATIONS WITH BRAZIL. THE REAFFIRMATION BY THE US OF THE TERMS OF THE MEMORANDUM OF UNDERSTANDING (MOU) SIGNED TWO YEARS AGO, PROVIDING A SPECIAL TOP LEVEL US-BRAZIL CONSULTATIVE RELATIONSHIP, HAS CONSTITUTED FURTHER EVIDENCE OF THIS DESIRE. A MEETING UNDER THE MOU WAS HELD HERE LAST NOVEMBER, ON THE OCCASION OF SECRETARY VANCE'S VISIT. THE RESULT OF ALL THIS ACTIVITY HAS BEEN A MARKED IMPROVEMENT IN THE TONE AND ATMOSPHERE OF OUR RELATIONS SINCE A LOW POINT A YEAR AGO.

6. PRESIDENT CARTER'S VISIT WAS WELCOMED BY PRESIDENT GEISEL AS, IN HIS WORDS, AN EXPRESSION OF THE STAGE THAT OUR TRADITIONAL LINKS OF FRIENDSHIP HAVE REACHED. IN THEIR TALKS, DUE NOTE WAS TAKEN OF BRAZIL'S INCREASING ROLE IN INTERNATIONAL AFFAIRS AND HER DEVELOPING ASPIRATIONS, AS WELL AS OF THE FACT THAT WE SHARE COMMON GOALS AND RESPONSIBILITIES IN MANY SECTORS. WITHOUT MINIMIZING THE GROWING IMPORTANCE AND COMPLEXITY OF OUR RELATIONSHIPS AND THE DIFFERENCES WHICH INEVITABLY ARISE, WE SOUGHT TO

INCREASE MUTUAL UNDERSTANDING AND BUILD ON BROAD AREAS OF AGREEMENT WHICH HAVE EXISTED. PRESIDENT CARTER'S VISIT WAS EMINENTLY SUCCESSFUL IN ACHIEVING THESE OBJECTIVES.

7. MORE GENERALLY, WE RECOGNIZE BRAZIL'S GROWING WEIGHT AND STATURE IN THE INTERNATIONAL SYSTEM, AND WE HOPE TO SEE INCREASED BRAZILIAN PARTICIPATION IN CONSULTATIONS AND DECISIONS ON ISSUES OF GENERAL CONCERN TO THE WORLD COMMUNITY. EXAMPLES ARE CONSULTATIONS ON POLICIES TO FOSTER WORLD ECONOMIC GROWTH WITHOUT INFLATION, THE GLOBAL ENERGY PROBLEM, OPEC PRICING POLICIES, WORLD FOOD SUPPLY

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AND REQUIREMENTS, THE ROLE OF THE INTERNATIONAL FINANCIAL INSTITUTIONS, THE LAW OF THE SEA NEGOTIATIONS, INTERNATIONAL EFFORTS TO CURB HIJACKING, THE CONTROL OF INTERNATIONAL ARMS AND NARCOTICS TRAFFIC, EFFORTS AGAINST CORRUPT PRACTICES IN INTERNATIONAL TRADE, AND THE MULTILATERAL TRADE NEGOTIATIONS.

8. MOVING ON TO A DISCUSSION OF THE PRINCIPAL ISSUES BETWEEN US, AN IMPORTANT QUESTION WHICH HAS COMPLICATED OUR RELATIONSHIP OVER THE PAST YEAR IS THE QUESTION OF THE ACQUISITION BY BRAZIL OF SENSITIVE NUCLEAR TECHNOLOGY. THE GOVERNMENT OF BRAZIL SEEKS TO DEVELOP A COMPLETE, INDEPENDENT NUCLEAR FUEL CYCLE. THE CURRENT OBJECTIVE OF THE US GOVERNMENT IS TO OBTAIN THE DEFERRAL OF THE CONSTRUCTION OF NUCLEAR REPROCESSING FACILITIES IN BRAZIL, WHILE THE INTERNATIONAL FUEL CYCLE EVALUATION GROUP EXAMINES ALTERNATIVE TECHNOLOGIES. WE HAVE STRESSED TO BRAZIL THAT IN NO EVENT ARE WE OPPOSED TO BRAZIL'S NUCLEAR POWER PROGRAM AS

A WHOLE, BUT WE RE DEEPLY CONCERNED ABOUT THE SPREAD ANY-
WHERE IN THE WORLD OF SENSITIVE NUCLEAR TECHNOLOGIES WITH
DANGEROUS ARMS MANUFACTURING POTENTIAL.

9. THE ESSENCE OF THE HJMAN RIGHTS ISSUE BETWEEN US IS
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THAT BRAZIL CONSIDERS HUMAN RIGHTS AN INTERNAL MATTER
AND REGARDS EXPRESSIONS OF CONCERN FOR THE HUMAN RIGHTS
SITUATION IN ANY COUNTRY AS UNWARRANTED (AND UNACCEPTABLE)
INTERFERENCE IN THAT COUNTRY'S DOMESTIC AFFAIRS, WHILE THE
US BELIEVES THEE CONCERNS, COVERED IN THE UN CHARTER AND
THE DECLARATION ON HUMAN RIGHTS, TRANSCENT NATIONAL FRONTIERS.
THE SUBMISSION OF A REPORT ON HUMAN RIGHTS IN BRAZIL, AS
REQUIRED BY US LEGISLATION, LED LAST MARCH TO THE RENUNCIA-
TION OF SECURITY ASSISTANCE BY THE BRAZILIAN GOVERNMENT AND
THE SUBSEQUENT ABROGATION OF ALL OF OUR BILATERAL AGREEMENTS
IN THE MILITARY SPHERE. AS A RESULT, EXCEPT FOR THE DEFENSE
ATCHES AND TWO INTER-AMERICAN GEODETIC SURVEY PERSONNEL,
ALL OUR MILITARY PERSONNEL HERE WILL BE WITHDRAWN BY
SEPTEMBER 19 OF THIS YEAR.

10. IN THE ECONOMIC SPHERE, THE PRINCIPAL BILATERAL ISSUES
ARISE FROM BASIC DIFFERENCES IN THE TRADE POLICIES OF THE
TWO COUNTRIES. TO BALANCE ITS TRADE ACCOUNT, BRAZIL HAS
RESORTED TO AN ARRAY OF EXPORT SUBSIDIES AND SEVERE IMPORT
RESTRICTIONS. THESE EXPORT SUBSIDIES CAN TRIGGER US COUNTER-
VAILING DUTY ACTION, AND AS WE HAVE EXPLAINED TO THE
BRAZILIANS, THE ADMINISTRATION'S FLEXIBILITY IN HANDLING
THESE CASES UNDER THE TRADE ACT EXPIRES AT THE END OF THIS
YEAR. US EXPORTS TO BRAZIL ARE HAMPERED BY A MIX OF IMPORT
PERMITS, PRIOR IMPORT DEPOSITS AND OTHER MEASURES. BRAZIL
JUSTIFIES THESE MEASURES IN TERMS OF ITS UNDERDEVELOPED
STATUS, ITS NEED TO INCREASE AND DIVERSITY ITS EXPORTS,
AND - IN THE CASE OF IMPORT RESTRICTIONS - ITS CONCERN FOR
ITS BALANCE OF PAYMENTS. THE US POSITION IS THAT ALTHOUGH
WE RECOGNIZE THAT THE INCENTIVE SYSTEM COMPENSATES FOR
OVERVALUATION OF THE CRUZEIRO, BRAZIL SHOULD OVER TIME
BEGIN TO PHASE THESE INVENTIVES AND RESTRICTIONS OUT; IN
OUR VIEW, BRAZIL HAS BECOME TOO IMPORTANT IN INTERNATIONAL
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TRADE, AND IS AT TOO ADVANCED A STAGE OF DEVELOPMENT, FOR
THESE PROTECTIVE MEASURES TO REMAIN SUITABLE. AT THE SAME
TIME, WE RECOGNIZE THAT CHANGES IN THE SYSTEM CAN COME
ONLY VERY GRADUALLY, OVER MANY YEARS. THEY WILL BE

PARTICULARLY DIFFICULT THIS YEAR, GIVEN THE ADVERSE OUTLOOK FOR BRAZIL'S TRADE ACCOUNT. OUR DISCUSSION IN THIS AREA, THROUGH TREASURY-MINISTRY OF FINANCE CHANNELS AND THE US-BRAZIL CONSULTATIVE SUB-GROUP ON TRADE, WILL CONTINUE.

11. THE SAME DIFFERENCES IN TRADE POLICIES ARE REFLECTED IN SOME OF THE ISSUES BETWEEN OUR TWO COUNTRIES IN THE MULTILATERAL TRADE NEGOTIATIONS IN GENEVA, WITH BRAZIL PRESSING HARD FOR SPECIAL LDC TRADE AND FINANCIAL BENEFITS WHILE THE US FOCUSES ON NON-DISCRIMINATORY REDUCTIONS IN TRADE BARRIERS.

12. AS PART OF A CONSTRUCTIVE RELATIONSHIP, BOTH SIDES ARE EXPLORING THE POSSIBILITIES OF TECHNICAL COOPERATION BETWEEN THE US PUBLIC SECTOR AND APPROPRIATE BRAZILIAN GOVERNMENT INSTITUTIONS, SUPPLEMENTING THE EXTENSIVE AND VARIED NETWORK OF COOPERATIVE LINKS WHICH EXISTS IN THE PRIVATE SECTOR. AREAS IN WHICH WE ARE CONSIDERING COOPERATION ARE AGRICULTURE AND NON-NUCLEAR ENERGY RESEARCH AND DEVELOPMENT. THE US AND BRAZIL ARE THE HEMISPHERE'S LARGEST PETROLEUM IMPORTERS AND THERE IS A STRONG MUTUAL INTEREST IN THE DEVELOPMENT OF NEW DOMESTIC ENERGY SOURCES. WE SEE SUCH COOPERATION AS MUTUALLY BENEFICIAL, WITH EACH SIDE CONTRIBUTING ITS SHARE OF THE COSTS OF RESEARCH PROJECTS OF INTEREST TO BOTH SIDES, AND NOT AS THE RESUMPTION OF AN AID RELATIONSHIP.

13. MOVING INTO THE REALM OF MANAGEMENT, IN ADDITION TO THE EMBASSY IN BRASILIA, THE UNITED STATES HAS CONSULATES GENERAL IN RIO DE JANEIRO AND SAO PAULO, THE CONSULATES IN BELEM, RECIFE, SALVADOR AND PORTO ALEGRE. THERE ARE 17 US GOVERNMENT AGENCIES REPRESENTED IN BRAZIL, WITH A TOTAL OF 448 AMERICAN AND 421 BRAZILIAN EMPLOYEES. THE TOTAL OF LIMITED OFFICIAL USE

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ALL ALLOTMENTS FOR ALL AGENCIES AMOUNTS TO APPROXIMATELY \$45 MILLION, OF WHICH JUST OVER \$7 MILLION IS FOR DEPARTMENT OF STATE OPERATIONS.

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14. THERE ARE SEVERAL ASPECTS OF THE BRAZIL SCENE WHICH PRESENT UNIQUE MANAGEMENT PROBLEMS, REQUIRING A DISPERSAL OF US GOVERNMENT REPRESENTATION. THESE INCLUDE THE NEWNESS OF THE CAPITAL AND THE ABSENCE OF IMPORTANT INSTITUTIONS OR ACTIVITIES OTHER THAN THOSE CONNECTED WITH GOVERNMENT, THE HEAVY CONCENTRATION OF INDUSTRIAL ACTIVITY IN SAO PAULO, AND THE FACT THAT RIO DE JANEIRO, AS THE FORMER CAPITAL, IS STILL THE HEADQUARTERS OF CERTAIN GOVERNMENT INSTITUTIONS AS WELL AS A FOCAL POINT FOR MUCH OF THE NATION'S ECONOMIC, INTELLECTUAL AND CULTURAL LIFE.

15. THE UNITED STATES WAS THE FIRST COUNTRY TO ESTABLISH DIPLOMATIC REPRESENTATION IN BRASILIA, AS A BRANCH OF OUR RIO EMBASSY. WE BEGAN WITH A TRAILER IN BRASILIA'S GROUND-BREAKING DAYS EARLY IN 1960, THEN IN 1961 BUILT THE FIRST BUILDING IN WHAT HAS SINCE BECOME BRASILIA'S "EMBASSY ROW". WITH THE EMBASSY'S MOVE FROM RIO TO BRASILIA, IN 1972 WE BEGAN TO CONSTRUCT ANOTHER BUILDING IN FRONT OF, AND CONNECTED TO, THE EXISTING STRUCTURE. THIS ADDITION WAS OPENED IN 1976.

16. BECAUSE OF THE UNAVAILABILITY OF SUITABLE HOUSING AT THE TIME, THE EMBASSY PURCHASED A 36-UNIT APARTMENT BUILDING IN BRASILIA TO HOUSE ITS STAFF. OVER THE YEARS, WE HAVE LIMITED OFFICIAL USE

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PURCHASED 12 HOUSES, INCLUDING THE AMBASSADOR'S RESIDENCE, AND 30 ADDITIONAL APARTMENTS. WE ALSO HAVE 11 US GOVERNMENT-OWNED VACANT LOTS. AT PRESENT, THERE ARE 15 US GOVERNMENT-LEASED RESIDENCES IN BRASILIA. ALL PERSONNEL IN BRASILIA ARE HOUSED IN GOVERNMENT-OWNED OR GOVERNMENT-LEASED QUARTERS.

17. IN RIO DE JANEIRO, THE FORMER EMBASSY CHANCERY, A TEN-STORY BUILDING DOWNTOWN WHICH WE OWN, SERVES AS AN OFFICE FOR THE CONSULATE GENERAL AND ALL ATTACHED US GOVERNMENT AGENCIES. THE CONSUL GENERAL'S RESIDENCE IS ALSO GOVERNMENT-OWNED. THE REST OF OUR PROPERTIES ARE LEASED; THERE ARE 52 HOUSES AND APARTMENTS UNDER LEASE, SIX OF THEM PRIVATELY

AND THE OTHERS ON GOVERNMENT LEASE.

18. THE PREMISES HOUSING THE CONSULATE GENERAL AND ATTACHED AGENCIES IN SAO PAULO ARE GOVERNMENT-LEASED, LOCATED IN A LARGE DOWNTOWN OFFICE BUILDING. THE CONSUL GENERAL'S RESIDENCE IS LEASED, AS ARE 38 OTHER HOUSES AND APARTMENTS FOR US GOVERNMENT PERSONNEL. FOUR OF THESE ARE ON PRIVATE LEASES.

19. IN BELEM AND RECIFE WE OWN RESIDENTIAL PROPERTIES WHICH SERVE AS CONSULATES; IN SALVADOR AND PORTO ALEGRE WE LEASE SPACE IN DOWNTOWN OFFICE BUILDINGS. THE CONSULS' RESIDENCES ARE GOVERNMENT-OWNED IN BELEM AND PORTO ALEGRE, LEASED IN SALVADOR AND RECIFE.

20. IN ALL, WE HAVE A TOTAL OF 81 GOVERNMENT-OWNED AND 85 GOVERNMENT-LEASED RESIDENTIAL PROPERTIES IN BRAZIL. COUNTRYWIDE, THERE ARE ONLY 11 EMPLOYEES WHO HAVE PRIVATELY LEASED QUARTERS. IN ADDITION, WE HAVE ANOTHER FOUR GOVERNMENT-OWNED AND SEVEN GOVERNMENT-LEASED PROPERTIES FOR OFFICES AND WAREHOUSES.

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21. MENTION HAS BEEN MADE OF THE FACT THAT BOTH RIO DE JANEIRO AND SAO PAULO STILL PLAY DOMINANT ROLES IN IMPORTANT ASPECTS OF THE BRAZILIAN SCENE, LONG AFTER THE CONSTRUCTION OF BRASILIA AS THE NEW CAPITAL CITY. TO MEET THESE CONDITIONS, THE EMBASSY ADOPTED AN ORGANIZATIONAL STRUCTURE CORRESPONDINGLY DISPERSED, BUT WITH PROVISION FOR OVERALL COORDINATION FROM BRASILIA. THERE ARE FOUR OFFICERS SERVING AT ONE OR THE OTHER OF OUR TWO CONSULATES GENERAL WHO HAVE NATION-WIDE RESPONSIBILITIES AND REPORT DIRECTLY TO THE EMBASSY: A COMMERCIAL COUNSELOR AND LABOR ATTACHE IN SAO PAULO, AND THE HEAD OF THE ECONOMIC SECTION AND A MINERALS OFFICER IN RIO DE JANEIRO. THE DISPERSAL OF ACTIVITY IN BRAZIL REQUIRES THAT THE EMBASSY RELY HEAVILY ON THE CONSULATES GENERAL FOR POLITICAL AS WELL AS ECONOMIC REPORTING, COORDINATING WITH APPROPRIATE EMBASSY OFFICES WHERE CALLED FOR. IN ADDITION, REPRESENTATIVES OF SEVERAL US GOVERNMENT AGENCIES ARE LOCATED IN RIO DE JANEIRO OR SAO PAULO RATHER THAN BRASILIA BECAUSE OF THE NATURE OF THEIR FUNCTIONS. THESE INCLUDE, IN RIO, THE HEADQUARTERS OF THE US DELEGATION, JOINT US-BRAZIL MILITARY COMMAND AND REPRESENTATIVES OF THE FAA, MARITIME ADMINISTRATION AND THE LIBRARY OF CONGRESS, AND, IN SAO PAULO, THE INTERNAL REVENUE SERVICE AND THE DRUG ENFORCEMENT ADMINISTRATION.

22. ADMINISTRATIVELY, US GOVERNMENT OFFICES IN BRAZIL ARE SUPPORTED PRIMARILY BY PERSONNEL ASSIGNED TO THE EMBASSY.

PERSONNEL ADMINISTRATION, BUDGETING, AND COUNTRYWIDE POLICY FORMULATION ARE ALL ACCOMPLISHED AT THE EMBASSY. THE ADMINISTRATIVE COUNSELOR HAS RESPONSIBILITY FOR ADMINISTRATIVE SUPPORT TO THE EMBASSY AND ALL SIX CONSTITUENT POSTS AND ALL US GOVERNMENT AGENCIES. LIKE THE DCM, HE AND MEMBERS OF HIS STAFF ARE IN FREQUENT CONTACT WITH THE POSTS IN CARRYING OUT THEIR RESPONSIBILITIES, INCLUDING TRAVEL TO THE POSTS SEVERAL TIMES EACH YEAR. THE TWO CONSULATES GENERAL HAVE SMALL ADMINISTRATIVE STAFFS TO HANDLE THE DAY LIMITED OFFICIAL USE

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TO DAY ADMINISTRATIVE OPERATIONS OF EACH POSTS, AND THE EMBASSY HAS AN ADMINISTRATIVE OFFICER WHO MANAGES ADMINISTRATIVE OPERATIONS IN BRASILIA.

23. THERE ARE, OF COURSE, THE USUAL PROBLEMS REGARDING SUCH MATTERS AS OFFICE SPACE, HOUSING AND MAINTENANCE AND REPAIR, NONE OF THEM INSURMOUNTABLE; WE WILL LOOK FORWARD TO ANSWERING ANY QUESTIONS YOU MAY HAVE ON THESE AND OTHER MATTERS DURING THE HEARINGS.
JOHNSON

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